

Great
Clacton

Urban District Council.



Annual Report

OF THE

Medical Officer of Health

FOR 1920.



CLACTON-ON-SEA :

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Clacton Urban District Council

TO THE CLACTON URBAN DISTRICT COUNCIL.

MR. CHAIRMAN AND GENTLEMEN,

I have pleasure in presenting this my first Annual Report on the health of the District for the year 1920. I took up my duties as Medical Officer of Health on June 1st. I am therefore responsible for the work and administration during the latter half only of the year, but this report covers the whole twelve months.

Combined with my appointment as M.O.H. of Clacton I exercise other duties as Assistant County Medical Officer of Health of Essex. Such a combined appointment represents a radical change in the Public Health administration of a town of the size of Clacton. Formerly the Medical Officer of Health's duties included mainly sanitary circumstances of houses and works, control of the food supply and investigations into infectious disease; in other words he was concerned mainly with the environment. But in recent years it has become increasingly evident that this did not cover the whole ground and it is now recognised that preventive medicine to be comprehensive must include the person as well. The first step in this direction was taken over ten years ago, when the Medical Inspection of School Children was introduced—to be followed later, and as a natural corollary, by definite schemes of treatment. By the introduction of the Tuberculosis Regulations in 1910 the first attempt to deal in a comprehensive manner with the control and cure of this disease was made; and within recent years there have been added the care of mothers and young children and the control of Venereal Disease. One might even go so far as to say that in a sense all medicine is preventive and that further developments are to be expected.

NATURAL AND SOCIAL CONDITIONS.

Clacton is situated towards the North-Eastern corner of the County of Essex, and has a total area of 4,091 acres. Though on the East Coast of England, it has almost a Southern aspect. It stands on the London clay, which in several places crops up the surface, interspersed with beds of gravel. The climate is among the best experienced in this country. The large amount of bright sunshine, very low rainfall and bracing air from the North Sea combine to make it excellent as a health resort for nearly every

ailment. Hence it is that it enjoys great popularity as a summer resort, and a considerable portion of its present population are immigrants from surrounding towns and particularly London.

Clacton is a Normal Climatological and Telegraphic Reporting Station of the Meteorological Office, the observations being taken by the Sanitary Inspector. The following table contains an abstract of the observations for the year 1920:—

Highest corrected Barometrical reading, 30.675 inches on 5th February, at 7 a.m.

Lowest corrected Barometrical reading, 28.655 inches on 15th March, at 7 a.m.

Mean corrected Barometrical reading for year, 30.003 inches.

Mean maximum temperature, in screen, 56

Mean minimum temperature, „ 45

Mean temperature „ 51

Mean range „ 11

Highest temperature recorded „ 75 on June 2, July 7

Lowest temperature recorded „ 24 on Jan. 8, Dec. 13

Dry bulb mean, 1 p.m. „ 54

Wet bulb mean, 1 p.m. „ 50.6

Mean percentage of Relative Humidity 85

Mean earth temperature at 1 foot 51.1

Mean earth temperature at 4 feet 51.9

Mean solar maximum, in the open 97

Highest recorded „ 134 on July 18 and 19

Mean grass minimum „ 43

Lowest recorded „ 21 on March 8

RAINFALL.

Total rainfall ... 21.27 inches

Number of days on which rain fell 160

Greatest fall in 24 hours 1.18 inches on July 21

SUNSHINE.

Total bright sunshine 1673.3 hours

Number of days on which sun shone 303

Greatest amount in one day 14.8 hours on June 8

A. W. SHADICK.

The District is divided into three portions or Wards corresponding nearly to the boundaries of the three ecclesiastical parishes of St. John's (North), St. Paul's (East), and St. James' (West). The main source of revenue of the town comes from letting rooms to visitors, the remainder of the inhabitants being engaged mostly in shopkeeping and the building trades. There are no occupations directly injurious to the public health. There is a Cottage

Hospital which is largely taken advantage of, and does very good work. Unfortunately, it is of very small dimensions, but an attempt is being made to find the necessary money for enlargement. There is no provision in Clacton for the in-patient treatment of infants and young children, and I should like the Hospital Authorities to give this due consideration in any scheme of enlargement.

The other public institutions in the District include:—

Middlesex Hospital Convalescent Home.
 Great Northern Hospital Convalescent Home.
 Essex Convalescent Home.
 Groom's Orphanage.
 Ogilvy School of Recovery.
 St. Michael's Home.
 Crossley House (mentally deficient).
 U.D.C. Isolation Hospital.
 Passmore Edwards Holiday Home.
 The Union Infirmary is situated at Tendring, ten miles distant.

VITAL STATISTICS.

POPULATION.—The population of the Urban District is estimated by the Registrar-General to be 10,312. It is now ten years since the last census, so that this figure can be considered only an approximate one; it is probably an underestimate.

BIRTH-RATE.—According to the Registrar-General the births registered in Clacton were as follows:—

					Male.	Female.
Legitimate	...	...	...	...	97	98
Illegitimate	...	...	...	...	9	8
					<hr/>	<hr/>
Totals	...	...	...	...	106	106

This total of 212 gives a birth-rate for the year of 20.5 per 1,000 of the population. The rate for England and Wales for the same period was 25.4 per 1,000.

DEATH-RATE.—The total deaths registered in the District numbered 103, of whom 18 were non-resident; at the same time 23 residents died outside the District, so that the net deaths for Clacton numbered 108, which gives a death-rate of 10.7 per 1,000 of the population—the lowest during the past five years. The death-rate for England and Wales during 1920 was 12.4 per 1,000.

Eight deaths were registered among children under 1 year of age, giving the low figure of 37.7 per 1,000 births as the Infant Death Rate. The corresponding figure for England and Wales was 80 per 1,000.

The ages at death from all causes are given in the following table :—

Under 1 year	...	...	...	...	8
1 and under 2 years	...	...	...	...	1
2 and under 5 years	...	...	...	...	5
5 and under 15 years	...	...	...	...	4
15 and under 25 years	...	...	...	...	4
25 and under 45 years	...	...	...	...	13
45 and under 65 years	...	...	...	...	26
65 and upwards	...	...	...	...	47
					—
					108

Infectious disease was responsible for 4 deaths, all from diphtheria. The Zymotic death-rate was accordingly .38 per 1,000 of the population.

Of other causes Pulmonary Tuberculosis caused 7 deaths and other forms of Tuberculosis 3, Malignant Disease 14, Organic Heart Disease 17, Bronchitis 4, Pneumonia 3. There were no deaths from Influenza, Diarrhœa, or Puerperal Fever. Deaths by violence numbered 5, of which 3 were visitors. Further details will be found in other parts of the report.

WATER SUPPLY.

This is obtained from the superficial gravels overlaying the London clay at Great Bentley and St. Osyth.

The Great Bentley works consist of a well 8 feet in diameter by 37 feet deep, from which the water is pumped by duplicate compound condensing engines each with a normal capacity of 25,000 gallons per hour.

The well is sunk through the gravel and into the London clay, and is lined throughout with cast-iron cylinders, the bottom being concreted. The water is admitted by a special system of gratings in the lower rings of the cylinders, just above the clay, so that all surface water is excluded and possible contamination from this source avoided. The well is protected by an area of $25\frac{1}{2}$ acres of land owned by the Council, the well being sunk almost in the centre. The normal capacity of the well is about 240,000 gallons per day.

The well at St. Osyth is of similar construction and dimensions, surrounded by 4.9 acres of Council's land, and has a normal capacity of 100,000 gallons per day.

From an examination of these sources one is led to believe that there is little risk of contamination.

The water is led from these sources directly to the filter beds in the town (four open sand filters), and thence to a covered storage tank of 500,000 gallons capacity. From this it is pumped to a small service tank on a tower which supplies the town direct.

Quantity.—The total quantity supplied during the year was 140,000,000 gallons, and the average daily consumption 383,000 gallons. As the summer population is perhaps five times the normal, a severe strain is put on the supply during these months.

The supply is a constant one, and the quality is excellent. A sample is submitted to the Medical Officer of Health monthly for chemical analysis. With the exception of a few outlying houses and farms which get their supply from wells, the town water is laid on to all houses in the District.

RIVERS AND STREAMS.

There is only one small stream passing through the District, and it receives no drainage from Clacton. No nuisance in connection with it has been reported.

DRAINAGE AND SEWERAGE.

There is a complete system of sewers and drains, with which all the houses in the town are connected. The outlying rural parts are, however, not sewered, but, with the exception of Bocking's Elm district, these contain mostly isolated houses or small groups of houses. The system discharges into the sea by two outfalls at the East and West ends of Clacton respectively. These are placed well cut to sea, so that there is no return of offensive matter to the beach. There is in addition a storm water sewer with its own outfall to the sea.

CLOSET ACCOMMODATION.

All houses in the town are provided with water closets, and inspections are made to see that they are kept in good order. In the outlying parts a few pail closets or privies still exist. The details are given in the following list:—

Privies with open middens	...	...	...	nil.
Privies with covered middens	...	...	...	6
Pail closets	...	...	...	30
Waste water closets	...	...	...	nil
Water closets	...	...	...	96 per cent.

No privies were converted into water closets during 1920, but one was made into a pail closet. The number of water closets for new houses was 15; no other type was constructed.

SCAVENGING.

A portable covered iron dustbin is insisted upon for the storage on the premises of house refuse. Removal is undertaken by the Council, and there is a weekly collection. It is disposed of by carting to a tip outside the town, where it is sorted and partly burned. This tip forms an excellent breeding ground for flies during the summer, and is in too close proximity to the Isolation Hospital. It therefore cannot be considered a sanitary method of refuse disposal, and should be replaced by a destructor.

The cost of refuse removal was £1,238 9s. 5d. during the year.

In the rural parts of the District refuse is mostly used on the gardens, while cesspools are emptied by the tenants.

SANITARY INSPECTION OF DISTRICT.

This is carried out by the Inspector of Nuisances so far as time permits; but he has many other duties, so that one cannot consider the inspection complete. There is plenty of work for an additional Sanitary Inspector. The Medical Officer and the Health Visitor also report nuisances which they come across while visiting houses. I append the Inspector's Report of the work done by him during the year:—

TOWN HALL,
CLACTON-ON-SEA.
January, 1921.

TO THE MEDICAL OFFICER OF HEALTH.

SIR,

I beg to submit my report of work during the past year 1920.

INSPECTIONS AND REVISITS.—During the year 700 inspections and revisits have been made.

NOTICES, ETC.—101 intimations of nuisances existing have been given, and 55 Statutory Notices to abate nuisances have been served.

NUISANCES ABATED.—128 nuisances have been abated.

PREMISES DISINFECTED.—80 premises have been disinfected.

SLAUGHTER HOUSES.—There are 3 slaughter houses in the District, and they are kept in fairly clean and good condition. 8 visits have been made.

BAKEHOUSES.—There are 10 bakehouses in the District, one of which has been recently temporarily closed.

They are all in a good and sanitary condition. 19 visits have been made.

DAIRIES, MILKSHOPS, COWSHEDS, ETC.—There are 5 cow-keepers in the District, whose herds are without doubt kept in an

efficient state of cleanliness and health; also there are 20 dairies and shops where milk is sold. 30 visits have been made to these places during the year.

FACTORIES AND WORKSHOPS.—Within the District there are upwards of 72 factories and workshops, to which 104 visits have been made.

HOUSING AND TOWN PLANNING ACT.—During the year 70 houses have been examined under the Housing and Town Planning Acts and under Section 28 of the 1919 Act. 43 notices requiring the owner to execute work as being necessary to make the houses in all respects reasonably fit for human habitation. Of these 43 a few only have been complied with, no doubt owing to the scarcity of skilled labour and a certain amount of difficulty in procuring materials.

UNSOOUND FOODS DEALT WITH.—The following foods unsound or unfit for human consumption have been dealt with:—

Canterbury Lamb	...	...	...	105 lbs.
Mutton	...	...	...	96 ,,
Bacon	...	...	...	12 ,,
Tinned Rabbit	...	...	...	8 ,,
Corned Beef	...	...	...	42 ,,
Butter	...	...	...	10½,,
Tripe	...	...	...	16 ,,
Potatoes	...	...	...	6 cwt.
Tinned Tongue	...	...	...	1 tin.
,, Fish Paste	...	...	...	1 ,,
,, Milk	...	...	...	5 tins.
,, Tomatoes	...	...	...	15 ,,
Jam	...	...	...	3 jars.
Fresh Tomatoes	...	...	...	2 cases.

I am, Sir, Yours obediently,

A. W. SHADICK,

Sanitary Inspector.

PREMISES, ETC., CONTROLLED BY BYELAWS.

Clacton has no offensive trades, common lodging houses, tenement or cellar dwellings; nor are there any canal boats. Many houses are let in lodgings during the summer, but it has not been considered necessary or expedient to control these, and there are no byelaws. There are three slaughter houses which are inspected regularly; in one instance the water supply was considered unsuitable and insufficient, but this has been remedied by laying on a supply from the Council's main. In two instances action was taken in the case of caravans occupied contrary to the byelaws dealing with tents and vans.

SCHOOLS.

There are three public elementary schools in Clacton, the sanitary condition of all being satisfactory. They all have the Council's water supply laid on, and they are drained to the sewer. The Medical Officer of Health also acts as School Medical Inspector under the County Council, and a very large amount of time is given to the health of the scholars, and in particular to the prevention of infectious disease. On an average two or three visits a week are paid in connection with this work in its various branches. During 1920 this will be supplemented by various schools clinics, so that Clacton will have a very complete scheme for dealing with the health of school children.

There are also several private schools in the District, and effective control over infectious disease in these institutions is obtained under the Clacton Improvement Act, 1905. School closure on account of infectious disease was not resorted to during the year, reliance being placed more on the examination of contacts and carriers. The Head Teachers send me the names of children who are absent without known cause, and these are visited by myself or by the School Nurse. The attendance officer has also been asked to furnish names of any suspicious cases.

FOOD.

I. MILK SUPPLY.—There is a large local milk supply, and the dairies and cowsheds are kept under constant supervision. They are all in good order and kept clean. During the summer the local supply is inadequate, and large quantities are brought in from the surrounding country. No instance of disease attributable to milk occurred during 1920. The local herds are generally healthy, and no case of tuberculosis has been dealt with. The M.O.H. has power to call in a veterinary surgeon when necessary. Samples were formerly taken for analysis under the Foods and Drugs Acts, but I understand that while the local authority bore the costs of the prosecution the County Council took the fines, so that the procedure was stopped. This seems rather a pity, as I have no doubt the additional local supervision could not but tend to keep the supply up to a high standard. The following table will show the extent of the local supply:—

Number of cowkeepers	...	...	...	...	5
Number of milk sellers who are also cowkeepers					5
Number of milk purveyors only	...	...	...		15
Total number registered	...	...	...	...	20
Approximate number of milch cows	...	...			40
Number of cowsheds	...	...	...	...	5
Number of inspections during 1920	...	...			30

No legal proceedings were taken during the year.

Advantage is taken of the facilities afforded to supply expectant and nursing mothers and young children with fresh milk free or at less than cost price in necessitous cases. Special enquiries into the circumstances are made in each case.

II. MEAT.—This is kept under control as far as possible under existing conditions, and the amount dealt with during the year will be found in the Report of the Inspector of Nuisances. As there is no public abattoir and a large amount of the meat consumed is slaughtered outside the District—there are three private slaughter houses in the District—inspection at the time of slaughter is not an easy matter. None was condemned for tuberculosis and no action was taken under Section 117 of the Public Health Act, 1875.

The number of slaughter houses is as follows:—

		1914	Jan., 1920.	Dec., 1920.
Registered	...	2	2	2
Licensed	...	1	1	1
		<hr/>	<hr/>	<hr/>
		3	3	3

III. OTHER FOODS.—The other foods dealt with during the year will be found in the Inspector's Report. Regular inspection of bake-houses and other premises where food is prepared is carried out, and these were found to be in a good sanitary condition.

IV. FOOD POISONING.—No case of poisoning by food was recorded. In one case it was alleged that illness in three persons residing in Walton was due to consuming chocolates purchased in Clacton. The sample submitted and also a sample taken from the original box were sent to the Public Analyst, who reported that neither contained evidence of having anything deleterious in them and that he concluded the examination by eating a substantial portion of each, which procedure was followed by no discomfort of any kind; the conclusion being that the illness was due to some other cause.

INFECTIOUS DISEASE.

The number of infectious diseases which are notifiable at the present day makes quite a formidable list, but fortunately only a few of these are at all common. During the year no notifications were received as regards small-pox, enteric fever, pneumonia, puerperal fever, ophthalmia, or erysipelas. The total number of notifications received during the year was 82, as compared with 119 in 1919 and 89 in 1918. These were made up as shown in the following table:—

	1st Qr.	2nd Qr.	3rd Qr.	4th Qr.	Total for 1920
Scarlet Fever	2	8	2	10	22
Diphtheria	20	10	6	11	49
Chicken Pox	—	1	5	—	6
Tuberculosis (of Lungs) ...	1	1	1	1	4
Tuberculosis (other forms)	—	—	1	1	2
Encephalitis Lethargica ...	—	—	—	1	1
TOTALS	23	20	15	24	82

The Infectious Diseases Table at the end also gives further particulars as to these diseases, the main point to be noted being that out of the 82 notified, 45, or 54.9 per cent., occurred between the ages of 5 and 15 years. In short, more than half the infectious disease is met with among school children, and if we include the 11 cases among those under 5 years we get a total of 56, or 68.3 per cent., before adolescence is reached.

DIPHTHERIA.

There were 47 cases of diphtheria notified during the year as compared with 78 in 1919 and 41 in 1918. The rate is therefore 4.4 per 1,000. The age-incidence and case mortality are shown below:—

Ages		Under 1	1-5	5-15	15-20	20-30	30-40	Above 40	TOTALS
No. of Cases	Male	—	3	9	4	2	—	1	19
	Female	—	5	17	2	3	1	—	28
TOTALS		—	8	26	6	5	1	1	47
Deaths		—	1	1	2	—	—	—	4
Case Mortality		—	12.5	3.8	33.3	—	—	—	8.5

From this table it will be seen that diphtheria has been most common among children of school age, and also that it affected girls much more than boys.

Seasonal incidence:—

Months	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
No. of Cases	6	9	5	4	2	4	4	1	1	1	5	5
TOTALS	20			10			6			11		

This table shows that diphtheria was lowest during the summer months and reaches a maximum in mid-winter.

The majority of the cases were found in the North Ward, which is the poorer part of the town. The following appears to be a group of “return” cases in one family:—E. E., P. E., and D. E. were removed to Hospital on February 5th, February 6th, and

February 10th respectively, and were all discharged on March 2nd. On March 8th Ed. E. was admitted to Hospital and discharged on March 27th, and finally W. E. was admitted on April 4th. At this period it was not the custom to take swabs before discharge.

The methods for the control and prevention of diphtheria now in force are:—

1. Each case is visited by the Sanitary Inspector and an investigation of the sanitary condition of the house made.

2. Disinfection of the house, bedding, etc.

3. Each case is visited by the M.O.H. and enquiries made into the possible sources of infection; if thought necessary swabs are taken from "contacts."

4. If the patient is a school child the school is visited by the M.O.H.; the registers are examined for absentees, who are looked up by the M.O.H. or School Nurse, and the children present in the class are inspected. Swabs are taken when considered necessary.

5. The sanitary condition of the school is also investigated.

6. "Contacts" are excluded from school for two weeks or until such time as it is considered safe for them to return.

7. No child suffering from Diphtheria is discharged from Hospital unless and until Bacteriological examination of the throat or nose has proved negative on at least two consecutive occasions.

All cases suffering from the disease are removed to Hospital if able to travel.

Mortality:—Of the four deaths recorded from Diphtheria, one resulted from heart failure a few weeks after discharge from Hospital, while three were on admission hopeless cases from the fact that medical assistance had not been secured in time. Parents are too apt to consider sore throat in a child as only a cold, with the result that valuable time is lost. There is only one cure for diphtheria, and that is antitoxin administered at the earliest possible moment. The Public Health Department holds a supply of antitoxin which is always available for doctors.

During the latter part of the year 20 swabs of doubtful cases and "contacts" were taken, 7 of which were found to be positive.

SCARLET FEVER.

Twenty-two cases of Scarlet Fever were notified during 1920; all were removed to Hospital.

Seasonal incidence:—

Months	Jan.	Feb.	Mar	Apr.	May	June	July	Aug	Sept.	Oct.	Nov.	Dec.
No. of Cases	—	2	—	1	2	5	—	—	2	4	3	3
TOTALS	2		8			2			10			

Age-incidence, etc.

Ages		Under 1 yr.	1-5	5-15	15-20	20-30	30-40	Above 40	TOTALS
No. of Cases	Male	—	1	3	2	—	—	—	6
	Female	—	1	10	2	3	—	—	16
TOTALS		—	2	13	4	3	—	—	22
Deaths		—	—	—	—	—	—	—	—

Scarlet fever also seems to affect females more than males and it is also more frequent at the school age.

No deaths were recorded from Scarlet Fever, which now seems to have become a very mild disease. For a similar reason medical assistance is frequently not sought until more than one member of the family is affected. In three instances two members of a family were notified at the same time, and in two instances three members. There were no "return" cases. The rate is 2.1 per 1,000.

CHICKEN-POX.

Six cases of this disease were notified during the year, but it is hardly possible that this figure represents all the cases. Chicken-pox, however, is a mild disease, and does not usually leave any after-effects.

MEASLES.

This disease is not notifiable, so that its true incidence cannot be estimated. No deaths directly due to it were registered. Measles, however, on account of the serious complications which are liable to arise, cannot be considered a trifling disorder.

Arrangements have been made whereby information as to cases may be got from teachers, district nurse, and health visitor.

WHOOPIING-COUGH.

What has been written under Measles applies equally to Whooping-cough, and information is to be got by similar methods. There were no deaths during 1920.

ENCEPHALITIS LETHARGICA.

One case of this disease was notified (after death) towards the end of the year, and a detailed report sent to the Ministry of Health. Until more is known about its cause and nature little can be done in the way of prevention.

TUBERCULOSIS.

Four cases of Tuberculosis of the lungs and two of surgical Tuberculosis were notified during the year. One had died before the notification was received. The Medical Officer of Clacton acts as Tuberculosis Officer under the County Council's Scheme. The lines of action adopted are:—

1. The visiting of cases notified by the Medical Officer and Tuberculosis Nurse and the giving of advice as to care and prevention of spread.

2. Disinfection after death or removal or when necessary.

3. Advanced cases have been removed to the Union infirmary.

4. Of the six notified during the year, four have attended the Tuberculosis Dispensary, two of whom were recommended for sanatorium treatment.

The deaths registered included seven cases of pulmonary tuberculosis and three of surgical tuberculosis. The death-rate was .9 per 1,000. The numbers are perhaps higher than one might expect, but the reason is not far to seek. Clacton, by reason of its wonderful climatic conditions, forms the dumping ground for tuberculosis in all its stages. But even the "strong air" of Clacton will not cure hopeless cases, and it seems unfair to expose patients who have only a few months to live to all the fatigue and worry of moving.

INFLUENZA.

No deaths attributable to this disease were registered during the year, and as far as one can ascertain there was no marked prevalence of the mild type.

MATERNITY AND CHILD WELFARE.

This is one of the latest additions to the duties imposed on Local Authorities and promises to be one of the most important. Much of the disability in adult life is the result of disease in childhood, and a large percentage of the disease in childhood is preventable. A study of the health of the child is, therefore, a necessity if we are to build up an "A1" nation. The extent of adult disability is not by any means generally realised. The report of the Ministry of National Service shows that, "of every nine men of military age in Great Britain, on the average three were perfectly fit and healthy; two were upon a definitely infirm plane of health and strength, whether from some disability or some failure in development; three were incapable of undergoing more than a very moderate degree of physical exertion and could almost (in view of their age) be described with justice as physical wrecks; and the remaining man as a chronic invalid with a precarious hold upon life." In short about 42 per cent. were "hors de combat before they even shouldered a musket."

In order to prevent as far as possible this mass of disability it is necessary to keep under observation the prospective mother and the children from birth to the time when it has reached an age at which it can presumably take care of itself. The latter part

of this period—namely, 5-14 years—is the school age, and provision has already been made for it under the Education Acts. It is the care of the expectant mother and of the child from one to five years that comes within the definition of maternity and child welfare.

Broadly speaking, three ways of attacking the problem are at our disposal:—(i) Improvement of the Midwifery Service; (ii) The provision of Maternity and Child Welfare Centres and Health Visiting; (iii) Control of infectious and other preventable diseases among parturient women and young children.

A brief statement of what is being done and what is proposed in Clacton under each of the above headings is given below.

I. MIDWIFERY SERVICE.—By far the largest share of the midwifery in Clacton is done by medical practitioners; the 211 births notified under the Notification of Births Acts being distributed as follows:—

1. By Medical Practitioners	...	...	...	190
2. By Registered Midwives	...	...	...	19
3. By Unqualified Persons	...	...	...	2

211

The Local Supervising Authority under the Midwives' Act is the County Council, but by virtue of his position as Assistant County Medical Officer the Medical Officer of Clacton does most of the visiting and inspection of the two registered midwives. One of the midwives combines this work with district nursing under the Clacton Nursing Association, the District Council contributing half her salary. During the year 1920 the District Nurse Midwife attended 14 midwifery cases and nursed 26 maternity cases.

It was brought to our notice that two midwifery cases had been attended by an unqualified person. An investigation was made into the circumstances and a report sent to the Supervising Authority. The offender was warned against continuing the practice. There were ten still-births, all of which were attended by medical practitioners.

II. WELFARE CENTRE AND HEALTH VISITING.—A Welfare Centre has been in existence in Clacton for the past two and a half years, run by a voluntary agency, but on April 1st, 1919, it was transferred to the Urban District Council, who now exercise control over the whole undertaking. During 1920 the work has been carried on in temporary premises at the Baptist Chapel, Pier Avenue. The staff consists of the Medical Officer of Health, a Superintendent who also acts as Health Visitor in Clacton, and 14 voluntary workers, whose valuable assistance cannot be over-estimated. The statistics of the work done at the Centre are given in the report of the Superintendent below. The health visiting comprised the following work. Visits:—

- (i) To Expectant Mothers—(1) First Visits, 38; (2) Total Visits, 87.
- (ii) To Infants under one year—(1) First Visits, 206; (2) Total Visits, 941.
- (iii) To Children 1—5 years—Total Visits, 320.

It should be stated that during the first part of the year the offices of Superintendent of the Centre and Health Visitor were separate, the former being held by Miss Bennett and the latter by Miss Spencer. It was felt, however, that this entailed a certain amount of overlapping. It was also felt that there was insufficient co-ordination of the various branches of welfare work. I was, therefore, instructed by the Council, soon after my arrival in Clacton in June, to review the whole question and submit a report for the Council's consideration.

The following is a copy of a report submitted to the Maternity and Child Welfare Committee on June 30th, 1920, and which was adopted by the Council:—

TO THE CHAIRMAN AND MEMBERS OF THE MATERNITY AND CHILD
WELFARE COMMITTEE.

LADIES AND GENTLEMEN,

I beg to submit a report on the organisation of the Child Welfare in the district. The present arrangements are as follows:—

(1) A Maternity and Child Welfare Centre held in the Baptist Chapel. The work at this Centre is carried on by a Superintendent (Miss Bennett) with the assistance of eight voluntary workers. The Superintendent attends daily at the Centre at 10 a.m. to interview any mothers requiring advice. During the rest of the day she is engaged in visiting parents and infants at their own homes; the average number of visits paid being about twelve per day. On Tuesday afternoons she holds a needle-work class, where parents and prospective parents are instructed in the making of children's garments. On alternate Thursday afternoons there is a mothercraft class, while on the other Thursdays the Medical Officer attends to give such medical advice as is required. At these consultations the infants are weighed and records are kept of the condition of each child. Once a month the Superintendent holds an "At Home" for expectant mothers. I cannot speak too highly of the energy and devotion to duty shown by the Superintendent and voluntary workers, and I am not acquainted with any Welfare Centre at which better work is done.

(2) HEALTH VISITOR.—The official Health Visitor for Clacton is Miss Spencer, who has been doing this work for some years. She receives from the Medical Officer of Health the lists of children

notified under the Notification of Births Acts. These she visits, gives advice where necessary, the particulars being entered up on cards for the purpose. She does not work at the Welfare Centre. In addition she holds an appointment as Tuberculosis Nurse under the County, but, I understand, is about to be relieved of this duty.

(3) DISTRICT NURSING.—This work is undertaken by Miss MacLean-Smith, who attends at her rooms and at their own homes patients of all ages suffering from whatever complaint. She is, therefore, already performing the duties of a School and Tuberculosis Nurse, so far as visiting and treatment are concerned.

(4) SCHOOL NURSING.—This branch of child welfare is in the hands of the County Council, and a School Nurse is provided by them to attend at medical inspections of scholars and to visit at their homes cases requiring treatment.

The first thing that strikes one looking over the above scheme is the obvious overlapping of duties. No fewer than four different ladies are working in branches of work which are essentially one. The Welfare Superintendent and the Health Visitor must come in contact with the same infants, the District Nurse, the Tuberculosis Nurse, and the School Nurse must frequently visit the same house, and it is not unlikely that all four may at some time attend different members of the same family. Now it is not possible to expect four different people to give exactly the same advice in any one particular case, a circumstance which can lead only to confusion on the part of the parent, and possible discredit of the scheme. Again we have an unqualified Health Visitor making enquiring into and, in a sense, supervising the work of a highly trained, skilled nurse-mid-wife, a condition which could not but lead to friction. Furthermore, the Health Visitor does not take any part in the work of the Welfare Centre, yet Health Visiting and Centre work are one, and cannot be dissociated. Lastly, the scheme is not conducive to economy.

WELFARE PREMISES.—The Welfare Centre is carried on in premises at the Baptist Chapel, and these are satisfactory for this work, but, apparently, permission cannot be obtained to include other branches. The rent is 27s. 6d. per week.

THE TUBERCULOSIS DISPENSARY is situated in a small house at 7, Alexandra Road, where two small unsuitable rooms are rented by the County Council. No premises are available for school clinics, dental treatment, and eye work, and these are urgently required.

In view of the above, I beg to submit for the consideration of the Committee the following recommendations:—

(1) That the offices of the Welfare Superintendent and Health Visitor be combined, and that the present Superintendent be appointed to the post.

The recommendation of the Ministry of Health is that the district of a Health Visitor should not exceed 400 births per annum. As the birth-rate in Clacton is only a little more than half this amount, the combination of duties should not be more than can be accomplished by one person.

(2) That the services of the present Health Visitor be dispensed with, thereby effecting a saving of £50 per annum.

(3) That arrangements be entered into with the County Council for the taking over by the District Nurse of the work of the present School and Tuberculosis Nurses in Clacton. In virtue of her position as District Nurse, Miss Smith already does some of this work. The additional duties of attending the Tuberculosis Dispensary and School Medical Inspections should not be more than she can accomplish, at any rate at present.

(4) That a suitable building be acquired to form a " Health Centre " so as to house under one roof the various branches of Welfare work, viz., Maternity and Child Welfare, School Clinics, Dental Clinic, Refraction work and Tuberculosis, due provision being made for the prevention of any possible infection from the last named. Under the term " suitable buildings " I should include any private house of such form and dimensions that the ground floor is adapted or could readily be made adapted for the purpose of a Centre, and the upper floor suitable for the housing of the staff.

The accommodation required would include:—

- (1) Large assembly room.
- (2) Consulting room and office.
- (3) A room to be used as a nursery and for dental and refraction work.
- (4) A shed or covered yard for perambulators.
- (5) Garden.

Towards the cost of such a building the County Council would probably contribute about £50 per annum, while additional rent would be obtainable by housing the staff.

By the adoption of a scheme such as is here outlined, I am of opinion that you would obtain increased efficiency in working, and, perhaps, some saving of public money.

I am

Your obedient Servant,

W. A. MILNE,
Medical Officer of Health.

June 30th, 1920.

Acting on the above report the Council dispensed with the services of Miss Spencer and appointed as Health Visitor Miss Bennett, who took up the combined duties in September. At the same time Nurse Smith took over the duties of School Nurse and Tuberculosis Nurse. The rearrangement has been found to work well in each case.

The acquisition of a Health Centre was not so easy a matter, but after many difficulties suitable premises at the Grammar School in Skelmersdale Road were secured, but not in time to allow of their being used during 1920. When the necessary alterations have been made facilities will be offered for the carrying on of the following work:—

- (1) Maternity and Child Welfare.
- (2) School Clinics.
- (3) Dental Treatment.
- (4) Correction of errors of refraction.
- (5) Tuberculosis Dispensary.

Below is given an abstract of the estimated expense of carrying on such a Centre:—

	£	s.	d.
Principal and interest on £1,400	122	0	0
Principal and interest on £300	42	0	0
Repairs	10	0	0
Cleaning	26	0	0
Heating and Lighting	13	0	0
Water	6	2	6
Rates	28	0	0
Insurance	2	10	0
	<hr/>	<hr/>	<hr/>
	£249	12	6

Deduct—	£	s.	d.	£	s.	d.
Rent from County Council ...	50	0	0			
Rent of rooms (inclusive) ...	40	0	0			
	<hr/>	<hr/>	<hr/>	159	12	6
Less 50 per cent. from Ministry of Health				79	16	3
				<hr/>	<hr/>	<hr/>
				£79	16	3

Cost of hire of temporary premises during past year:—

Annual rent, including heating, lighting and cleaning	71	10	0
Less 50 per cent. from Ministry of Health	35	15	0
	<hr/>	<hr/>	<hr/>
	£35	15	0

All other charges are the same, whether temporary or permanent premises be used.

The following is an abstract of the report of the Welfare Centre by the Superintendent (Miss Bennett):—The Maternity and Child Welfare Centre enters shortly upon its third year. The purpose of the Centre is to lower infant mortality and to eliminate unnecessary illness and suffering among infants and young children in the district. This purpose the Centre endeavours to carry out, not so much by curative as by preventive measures, that is, by instructing the mothers in right feeding, right clothing and the general hygiene and management of babies and young children. Often the teaching enables the older mothers to succeed where before they have failed; in the case of the mother with her first baby it safeguards her against pitfalls, thus avoiding mental suffering on the part of the mother, and physical suffering on the part of the child, which one so often sees.

In conjunction with the District Mid-wife, who attends the mother through her confinement and endorses all that has been taught at the Centre, incalculable good is being done by gradually spreading among the women sounder knowledge in the treatment of infants and young children. Results are already to be noticed in Clacton.

Owing to the lack of settled and proper accommodation the work during the past year has been much handicapped. Nevertheless, the attendances have grown. We started in 1920 with 84 mothers and 95 infants on the register, we now have 131 mothers and 153 children. Nine children who reached the age of five were passed on to school. Two hundred and eleven births have been notified during the year. Subsequent visits by the Health Visitor have led to 70 mothers attending the Centre for advice.

The total number of weighings of children during the year was 782, and the number seen by the Medical Officer 561.

The total attendances of mothers during the year was 1,966; 41 mothers have joined the Provident Club and 80 the Nurses' Club.

Classes for needlework, knitting and mothercraft have been held. At the latter class the mothers have been taught a good deal about how to cook inexpensive dinners.

III. INFECTIOUS DISEASE AMONG PATURIENT WOMEN AND INFANTS.—During the year Clacton has been remarkably free from disease under this head. No cases of puerperal fever, ophthalmia neonatorum or poliomyelitis were notified, nor were any deaths registered from measles, whooping-cough or epidemic diarrhœa. The three latter diseases are not notifiable, so that it is impossible to give exact data of this incidence, but from information received from the Health Visitor and District Nurse one has reason to believe the

numbers were very few. The Health Visitor and District Nurse now have instructions to notify all cases of "minor" infectious disease which they come across to the Medical Officer of Health. Mild cases of ophthalmia neonatorum will be treated by the District Nurse, while arrangements have been made and approved by the Ministry for the treatment in the Ipswich Hospital of cases requiring hospital treatment.

SANITARY ADMINISTRATION.

1. **STAFF.**—The work of the Department is carried out by the Medical Officer of Health with the assistance of the Sanitary Inspector and the Lady Health Visitor and Superintendent of the Maternity and Child Welfare Centre. The Sanitary Inspector also acts as Meteorological Observer, Clacton being a normal Climatological and Telegraphic Reporting Station of the Meteorological Office.

2. **HOSPITAL ACCOMMODATION.**—There is a permanent Isolation Hospital arranged in two ward blocks with 17 beds and an administrative block. The Hospital staff comprises a matron, 1 nurse, and 2 ward maids. The disinfectors are at the Isolation Hospital.

In the following table will be found a summary of the cases treated during the year:—

Quarters	No. Admitted	Results			Diphthe- ria	Scarlet Fever	Tonsil- itis
		Died	Cured	Remg. from 1919			
1	22	1	21	3 from 1919	20	2	—
2	18	—	18	—	10	8	—
3	9	1	8	—	6	2	1
4	21	—	9	12	11	10	—
	70	2	56	12	47	22	1

The accommodation for smallpox comprises two Hospital Tents.

The average number of days in Hospital was 46 for scarlet fever, and 28 for diphtheria.

The administrative control of the Hospital is in the hands of the Medical Officer of Health, while the patients are attended by the general practitioners.

3. **LOCAL ACTS, &c.**—The Clacton Improvement Act, 1905, deals, *inter alia*, with new streets and buildings, general sanitation, infectious disease, and the sale of ice-cream.

There is a local Order making chicken-pox a notifiable disease.

There are also Bye-laws dealing with new streets and buildings, slaughter-houses, common lodging-houses, and tents and vans.

4. **CHEMICAL AND BACTERIOLOGICAL WORK.**—The chemical examination of the Clacton water supply is done as a routine measure, a sample being examined monthly by the Medical Officer of Health.

There is no Bacteriological Laboratory in Clacton, but provision for the free examination of swabs and sputa has been made by the County Council. The following is a statement of the number of examinations made during the latter half of the year, the figures for the first half not being available:—

	Diphtheria Swabs.	Sputa.
Sent by Public Health Department	49	16
Sent by Medical Practitioners	12	14

HOUSING.

1. GENERAL HOUSING CONDITIONS.—The total number of houses in the district is 2,610, of which about 1,000 are working-class houses. No new houses for the working-classes have been built or were in course of erection during 1920.

The population of the district is 10,312 as given by the Registrar-General, but this is probably an underestimate as there has been a considerable influx since the war. The Council have under consideration a scheme to build 22 houses for the working-classes at a cost of £22,000.

2. OVER-CROWDING.—Clacton is a popular seaside resort, and a serious degree of overcrowding during the summer season, and especially during August, must be admitted, but there are no by-laws to control this. Several instances of persons sleeping in sheds or steel tents erected on the air space of premises have been investigated and measures were taken to have these removed. It must be remembered, however, that these measures have the negative advantage of driving the people indoors to swell the overcrowding which already exists there. Visitors will come to Clacton and they have to be accommodated somewhere. The only solution of the difficulty lies in the erection of more houses. There also seems to be scope for the erection of blocks of flats.

3. FITNESS OF HOUSES.—The general standard of fitness of the houses in Clacton might be considered good. Clacton is a modern town, and the great majority of the houses have been erected within recent years, but in the outlying parts there is a fair amount of old property where the conditions are not so good. No houses have been condemned as unfit for habitation, but, as might be expected after four years of war, many require repairs to roofs, ceilings, floors, fireplaces, and outhouses.

Action has been taken under the Public Health Act in 101 instances, and 43 notices were served under Section 28 of the Housing and Town Planning Act, 1919.

The results obtained are not very encouraging, owing probably to difficulty in obtaining labour and materials, but I think more might be done by owners who are anxious to improve their property. Better results would be obtained by the setting up by the Council of a small department to deal with this question of repairs.

4. UNHEALTHY AREAS.—Clacton has no areas which might be regarded as unhealthy, and no action has been taken under the Housing Act of 1890.

5. THE BY-LAWS relating to housing, etc., are sufficient to deal with all matters. Action with regard to water supply has been taken in three cases:—

(1) Insufficient water supply to a slaughter-house, and two cottages adjoining; this has been complied with.

(2) Well in too close proximity to a privy; order to comply with the Council's recommendations has been given by the owner, but the work has not yet been done.

(3) Provision of a water supply within a reasonable distance to three cottages; the present supply being 300 yards distant—not complied with. Power to enforce this provision is given under Section 56 of the Clacton Improvement Act, 1905.

APPENDICES. HOUSING CONDITIONS.

Year ended December, 1920.

I.—GENERAL.

(1) Estimated population	...	...	...	...	...	...	10,312
(2) General death-rate	...	...	...	...	...	...	10.7
(3) Death-rate from tuberculosis	...	...	...	...	...	...	.9
(4) Infant mortality	...	...	...	...	...	...	37.7
(5) Number of dwelling-houses	...	...	...	...	...	...	2,610
(6) Number of working-class dwelling-houses	...	...	...	...	...	...	1,000
(7) Number of new working-class houses erected	...	...	...	...	...	...	Nil

II.—UNFIT DWELLING-HOUSES.

1. *Inspection.*

(1) Number of dwelling-houses inspected for defects (under Public Health or Housing Acts)	...	...	...	...	...	...	372
(2) Number of dwelling-houses inspected and recorded under the Housing Regulations, 1910	...	...	...	...	...	...	70
(3) Number of dwelling-houses found to be so dangerous or injurious as to be unfit for habitation	...	...	...	...	...	...	Nil
(4) Number of dwelling-houses (exclusive of those under (3)) found not to be reasonably fit for habitation	...	...	...	...	...	...	224

2. *Remedy of Defects without Formal Notices.*

Number rendered fit by informal action	111
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3. *Action under Statutory Powers.*

(A) Proceedings under the Act of 1919, Section 28.

(1) Number of houses requiring repairs	58
(2) Number rendered fit :—	
(a) By owners	18
(b) By Local Authority in default of owners ...	Nil
(3) Number in respect of which Closing Orders became operative by declaration of owner of intention to close	Nil

(B) Proceedings under Public Health Acts.

(1) Number in which notices to remedy defects were served	55
(2) Number in which defects were remedied—	
(a) By owners	53
(b) By Local Authority in default of owners ...	Nil

(C) Proceedings under the Act of 1909, Sections 17 & 18.

(1) Number of representations made	Nil
(2) Number of Closing Orders made	Nil
(3) Number of Closing Orders determined	Nil
(4) Number of Demolition Orders made	Nil
(5) Number of houses demolished	Nil

4. *Unhealthy Areas*

Areas represented with a view to Improvement Schemes under the Act of 1890, Parts 1 and 2	Nil
--	-----

5. <i>Number of Houses not complying with the building bye-laws, erected with consent of the Local Authority under Section 25 of the Act of 1919</i>	5
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6. *Staff engaged on housing work.*

The Sanitary Inspector makes the inspections and all records.

The Medical Officer of Health verifies (by visiting) the records under the Inspection of District Regulations.

Details of defects found during 1920 in the case of the 70 houses examined under the Housing Acts :—

Defective drains	10
Defective w.c.'s and privys	12
Defective ashbins	10
Defective roofs	27
Defective plastering	12
Defective floors	15
Defective coppers	5
Defective stoves and ranges	9
Defective chimneys	9
Defective outside boarding	8
Defective eaves gutters... ..	9

Defective windows	...	...	...	...	14
Defective stairs	...	...	...	...	1
Defective water fittings	...	...	...	...	1
Settlement of houses	...	...	...	...	2
Dampness of houses	...	...	...	...	2
Distempering, etc., needed	...	...	...	...	6

FACTORIES AND WORKSHOPS.

Clacton being a seaside resort, the main source of income comes from the letting of rooms to visitors during the summer. There are no large works or manufactories, the trades carried on being wholly ancillary to that of house letting. On the Register there are 16 factories, 46 workshops, and 10 workplaces; in all 72. These are inspected regularly by the Sanitary Inspector and occasionally by myself. Nuisances under the Public Health Acts were remedied in six cases. The most important action taken during the year was the closure of a newly-opened underground bake-house, which had been described in the plans submitted to the Council as a kitchen. One case of failure to affix the prescribed abstract of the Act was referred to the Factory Inspector. The Outworkers' List is probably incomplete, but it is not easy to find defaulters under this head.

Generally, the conditions of workshops, etc., in the district can be described as satisfactory.



URBAN DISTRICT OF CLACTON.

TABLE 1.

Factories, Workshops, Workplaces, and Homework.

1—INSPECTION.

Including Inspections made by Sanitary Inspectors or Inspector of Nuisances.

<i>Premises.</i>	<i>Inspections.</i>	<i>Written Notices.</i>	<i>Prosecutions.</i>
Factories (including Factory Laundries)	... 30	...	...
Workshops (including Workshop Laundries)	... 53	...	...
Workplaces (other than Outworkers premises included in Part 3 of this Report)	... 21	...	...
	—	—	—
Total	... 104	...	...

2—DEFECTS FOUND.

<i>Particulars.</i>	<i>Found.</i>	<i>Remedied.</i>	<i>Referred to H.M. Inspector.</i>	<i>Prosecutions.</i>
<i>Nuisances under the Public Health Acts:—</i>				
Want of cleanliness	... 2	2	...	...
Other Nuisances	... 4	4	...	...
<i>Offences under the Factory and Workshop Acts:—</i>				
Illegal occupation of underground bakehouse (s. 101)	... 1	1	1	...
	—	—	—	—
Total	... 7	7	1	...

3—HOME WORK.

OUTWORKERS' LIST, SECTION 107

OUTWORKERS' LIST, SECTION 107									
Nature of Work.	Lists received from Employers.						Notices served on Occupiers as to keeping or sending lists.	Prosecutions.	
	Twice in year.			Once in year.				Failing to keep or permit inspection of lists.	Failing to send lists.
	Lists.	Contractors.	Workmen.	Lists.	Contractors.	Workmen.			
Wearing Apparel— Making, &c.	2	4	...	...	...	...	...	...	...
Total	2	4	...	...	...	...	...	...	...

4—REGISTERED WORKSHOPS.

Workshops on the Register (s. 131) at the end of the year ... 72

5—OTHER MATTERS.

Matters notified to H.M. Inspector of Factories:—

Failure to affix Abstract of the Factory and Workshop Acts (s. 133, 1901) ... 1

February 18th, 1921.

(Signature)

W. A. MILNE,
Medical Officer of Health.

TABLE 2.
Vital Statistics of Whole District during 1920 and previous years in the
URBAN DISTRICT OF CLACTON.

Year	Popula- tion es- timated to Middle of each Year	Births			Total Deaths registered in the District		Transferable Deaths		Nett Deaths belonging to the District		
		Uncor- rected Number	Nett		Number	Rate	Of Non- residents regis- tered in the District	Of resi- dents not regis- tered in the District	Under 1 year of age		Rate per 1,000 Nett Births
			Number	Rate					Number	At all ages	
1	2	3	4	5	6	7	8	9	10	12	13
1915	9127	148	148	16.2	148	16.2	22	15	16	141	15.4
1916	9142	142	142	15.5	142	15.5	19	6	11	129	14.1
1917	9156	125	125	13.6	119	12.9	21	16	7	114	12.4
1918	9924	134	134	13.5	176	19.	16	10	15	170	18.4
1919	9917	135	134	12.9	173	17.4	29	4	10	148	14.9
1920	10312	188	212	20.5	103	9.9	18	23	8	108	10.7

TABLE 3.

Causes of, and Ages at, Death during 1920, in the URBAN DISTRICT OF CLACTON.

Causes of Death	Deaths at the subjoined Ages of Residents.									Total Deaths in Public Institutions
	All Ages	Under 1 year	1 and under 5	5 and under 15	15 and under 25	25 and under 45	45 and under 65	65 and upwards	10	
I	2	3	4	5	6	7	8	9	10	11
Diphtheria	4	...	1	1	2	...	...	...	...	2
Encephalitis Lethargica	1	...	...	...	...	1	...	...	...	...
Phthisis	7	...	...	1	...	4	2	...	...	...
Other Tubercular Diseases	3	...	1	...	...	2	...	...	...	1
Tubercular Meningitis	...	...	...	...	...	...	...	...	...	...
Malignant Disease	14	...	...	...	...	...	5	9	...	2
Bronchitis	4	1	...	...	...	...	...	3	...	...
Pneumonia	3	...	...	...	...	2	...	1	...	1
Other Respiratory Diseases	3	...	1	...	...	...	1	1	...	...
Appendicitis	2	...	...	...	1	...	1	...	...	1
Cirrhosis of Liver	1	...	...	...	...	...	...	1	...	...
Nephritis	1	...	...	...	...	...	...	1	...	...
Congenital Debility and Premature Birth	5	5	...	...	...	...	...	...	...	...
Meningitis	1	...	...	1	...	...	...	...	...	...
Violent Deaths	2	...	1	...	...	...	...	1	...	...
Suicide	...	...	...	...	...	...	...	...	...	...
Rheumatic Fever	1	...	...	1	...	...	...	...	...	...
Heart Disease	17	...	1	...	1	1	8	6	...	2
Other Diseases	39	2	1	...	...	3	9	24	...	8
All Causes	108	8	6	4	4	13	26	47	...	17

TABLE 4.
Infectious Disease during 1920 in the CLACTON URBAN DISTRICT.

Notifiable Disease	Cases notified in Whole District.									Total re- moved to Hos- pital
	At all Ages	At Ages—Years.							65 and upwards	
		Under 1	1 to 5	5 to 15	15 to 25	25 to 45	45 to 65			
Scarlet Fever	22	...	2	13	7	...	...	...	22
Diphtheria	47	...	8	26	11	1	...	...	47
Chicken-pox	6	...	1	5	...	...	...	...	...
Measles	...	...	...	...	...	...	...	...	...
Ophthalmia	...	...	...	...	...	...	...	...	...
Pneumonia	...	...	...	...	...	...	...	...	...
Tuberculosis	6	...	...	1	2	1	2	...	...
Encephalitis Leth.	1	...	...	...	...	1	...	...	...
	82	...	11	45	20	3	3	...	69	

Isolation Hospital—A permanent Hospital of 17 beds.

TABLE 5.

Infant Mortality during the Year 1920, in the CLACTON URBAN DISTRICT.

Causes of Death.	Under 1 year	1-2 Weeks	2-3 Weeks	3-4 Weeks	Total under 4 Weeks	4 Weeks and under	3 Months and under	6 Months and under	9 Months and under	12 Months and under	Total under 1 Year
All { Certified Causes { Uncertified	1	1	1	...	3	2	1	2	...	...	8

Premature Birth	...	...	...	...	...	1	...	1	...	...	2
Congenital Specific Disease	...	1	...	...	1	...	...	...	...	...	1
Congenital Intestinal Trouble	1	...	...	...	1	...	...	...	...	...	1
Congenital Heart Disease	...	...	...	...	...	1	...	...	...	...	1
Bronchitis	...	...	...	...	...	...	1	...	...	...	1
Convulsions	...	...	...	...	...	...	...	1	...	...	1
Marasmus	...	...	1	...	1	...	...	...	...	...	1
Gastritis	...	...	...	...	...	...	...	...	...	...	...
Totals	1	1	1	...	3	1	1	2	...	...	8

Nett Births { Legitimate 195
Illegitimate 17

Nett Deaths { Legitimate 6
Illegitimate 2

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